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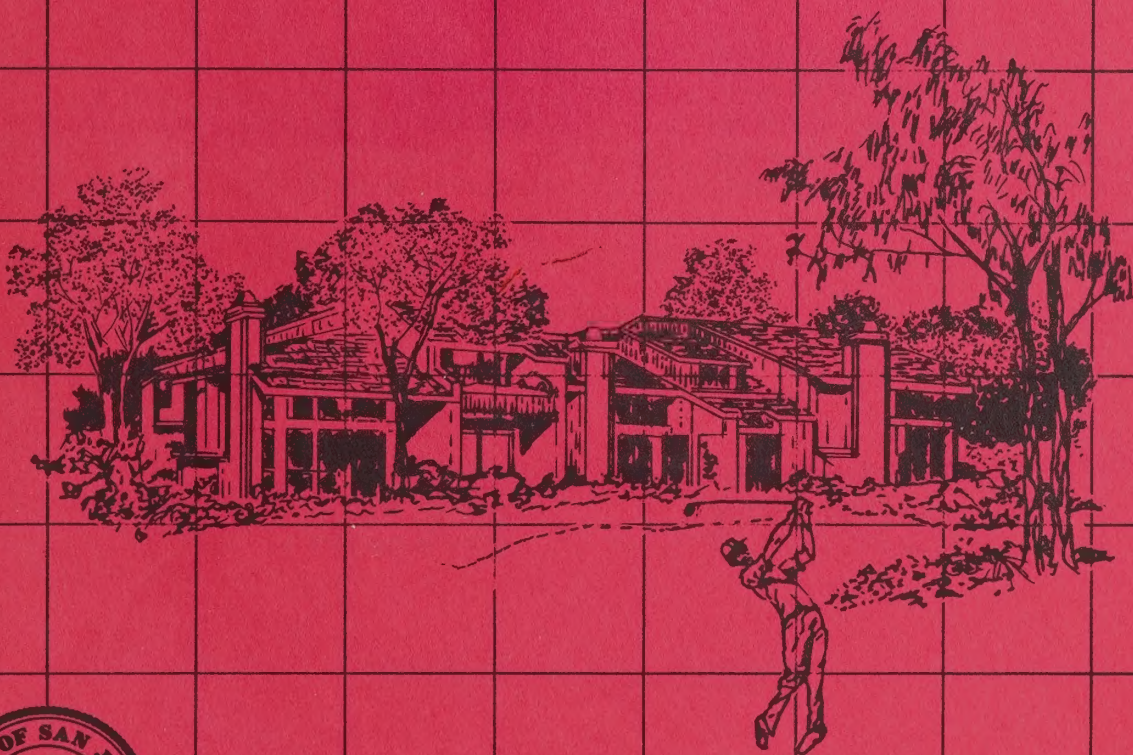
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BERRYESSA SWAP AREA NEIGHBORHOOD PLAN

*3 applications for high density planned developments
nothing submitted yet*



March 1982

Department of City Planning, San Jose, California

BERRYESSA SWAP AREA
NEIGHBORHOOD PLAN

Approved March 16, 1982

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I. INTRODUCTION

The development of this Neighborhood Plan represents the culmination of more than three years of study, community meetings and public hearings concerning the location of a new residential community in Berryessa. During the 1980 Annual Review of the General Plan, the City Council approved amendments establishing the Planned Residential Community concept and a specific land use plan for the Berryessa Planned Residential Community. At that time, the City Council directed the Administration to prepare a neighborhood plan for the Berryessa Planned Community to provide the City and prospective developers with more detailed facilities plans and development guidelines.

One year later, during the 1981 General Plan Annual Review, development activity in the Berryessa Planned Community reached a point where conditions were favorable for master planning the key elements for the community, such as the major street network and the location of public facilities.

This Plan is presented in a format which closely follows that of the Berryessa Planned Residential Community portion of the General Plan text. At the beginning of each section is included the General Plan language in indented form. More specific information is then provided to update and define the conditions of each area of concern and to set the stage for actual development in the Planned Community. A

Neighborhood Circulation and Park Plan is provided in the section dealing with Neighborhood Design, and a set of design criteria is included to address overall design considerations.

The purpose of this neighborhood plan is to provide specific direction for developments in this Planned Community so as to implement the intent of the Planned Residential Community concept. The basic structure of this community will be set by locating the major streets and public facilities shown herein. Specific design details are to be resolved through application of the design criteria as projects come before the City for zoning approval.

Future development in this Planned Community will be a dynamic process. There may occur, over time, the need to re-assess provisions of this Plan to reflect changing conditions or changes in the General Plan. As such conditions or changes become evident, this Plan should be amended to reflect the current environment for planning.

II. RATIONALE AND PLAN OBJECTIVES

Specific Plan Objectives

The Berryessa Planned Residential Community is a direct outgrowth of the Berryessa/Evergreen Land Swap proposal studied during the 1980 General Plan Annual Review Process. This land "Swap" resulted in the conversion of approximately 200 acres of Low Density Residential uses in Evergreen to Campus Industrial

uses and the conversion of approximately 300 acres of Industrial Park area in Berryessa to the land use designations as shown on the following Berryessa Residential Community specific Land Use Plan. The primary rationale behind this "Swap" was to move job and housing opportunities closer together while improving transportation conditions in both the "Swap" areas and citywide.

A major objective in this Berryessa area is to assemble a planned community that will serve as an innovative example of design flexibility and balanced land use features, including a variety and mix of housing types and local employment opportunities. The City further views this Planned Community as a future showpiece so that high quality in design and construction will be a central consideration in the review of the development applications in this area.

The foregoing General Plan Text touches on the basic factors of rationale behind the Berryessa/Evergreen "Swap". Most important among these factors are established General Plan concepts and policies, including: balancing transportation and land use elements; locating employment centers closer to housing facilities; encouraging reverse commute trends; balancing jobs and resident workers; infill development at higher-than-average densities; and providing for a diverse inventory of vacant industrial land. Many of these objectives are supported by recommendations of other public planning agencies and private development groups.

A complete analysis of the "Swap" proposal was undertaken as a part of the 1980 Focused Study of the General Plan and is found in the "Berryessa/Evergreen Land Use Exchange" element of that study.

Although the City Council ultimately adopted a smaller scale version of the original "Swap" proposal, the benefits of the approved plan were still significant for both the Berryessa and Evergreen areas. In addition to the technical analysis of this project, substantial citizen input was registered during the community meetings in both Berryessa and Evergreen. This citizen involvement was the crucial factor which

led to the down-scaling of the "Swap" proposal and a strong focus on timing and placement of urban service systems in and around the "Swap" areas as new development is considered.

The development approach in Berryessa is focused on two primary goals. The first is the promotion of high quality and innovative design to create a showpiece community. The second goal is to control and phase development in a way that assures timely delivery of urban services within and around the Planned Community. The adopted General Plan designation of Planned Residential Community and the specific plan for the Berryessa Planned Residential Community address these goals along with other policy and design criteria.

III. ADOPTED LAND USE PLAN

Specific Land Use Plan

Throughout the following discussion, unless otherwise noted, all of the residential densities refer to net acreage. The areas shown for 8 Dwelling Units Per Acre, 8-12 Dwelling Units Per Acre, and Neighborhood/Community Commercial on the Specific Land Use Plan are to be developed following the Land Use Designation definitions currently outlined in the General Plan. In the areas indicated for 12-16 Dwelling Units Per Acre, development is anticipated to occur at an average density of 14 Dwelling Units Per Net Acre. Development can be accomplished below the 12 level or above the 16 level provided that a mutual agreement between property owners is made which transfers densities so that a 14 dwelling unit potential density is maintained between the properties involved. This density transfer will be accomplished and controlled using a single Planned Development zoning application, where the concerned properties are contiguous

or concurrent Planned Development zonings if the parcels involved are not contiguous. In applying this density transfer mechanism, the resulting potential densities on individual properties will not be allowed to drop below 8 Dwelling Units Per Acre. The size, location, and other potential limiting factors of properties involved in such transfers will be carefully reviewed to insure that the future use of all properties remains viable within the development parameters established in this section of the Plan.

Areas to be developed for schools and parks will be identified as the pattern of future development becomes clearer in this proposed community. Subsequent changes in the General Plan will be required to establish these future public-oriented land use designations.

The overall intent of this Planned Community concept is to provide for flexibility beyond the existing General Plan provisions, to encourage innovation by the development sector, and, at the same time, provide for a controlled form of development. To provide for such control, a Master EIR for the area will be prepared and development will be accomplished under the Planned Development zoning process. Also, unless otherwise noted in this discussion, all future development in the Berryessa Planned Community will be subject to all other General Plan objectives and policies.

The land use plan and the density transfer characteristics of the Berryessa Planned Residential Community Text are considered to be reasonably self-explanatory. This specific plan, like the General Plan, is intended to be dynamic and should be reviewed from time to time to reflect the most contemporary circumstances. The 1981 General Plan amendment to establish a "Floating" park designation is an example of this process.

A. Implementation

Beyond the General Plan concept is the implementation process to allow flexibility and encourage innovation in design while controlling the overall quality and direction of development. The Design Criteria and

PROJECTED DWELLING UNITS AND JOBS IN THE
BERRYESSA PLANNED RESIDENTIAL COMMUNITY
(REVISED JANUARY 1982)*

A. Residential

General Plan Designation	Gross Acreage	Net Acreage	Expected Dwelling Units GP Methodology	Maximum Potential Dwelling Units
8 Dwelling Units per Acre	32.3	25.0	163	200
8-12 Dwelling Units per Acre	120.7	90.5	1086	1086
12-16 Dwelling Units per Acre	122.4	97.9	1370	1566
Park Site	10.0	7.8	-0-	-0-
Totals	285.4	221.2	2619	2852

Overall Expected Density = 11.8 Dwelling Units Per Acre
 Expected Population = 7071 @ 2.7 PPH x 2619

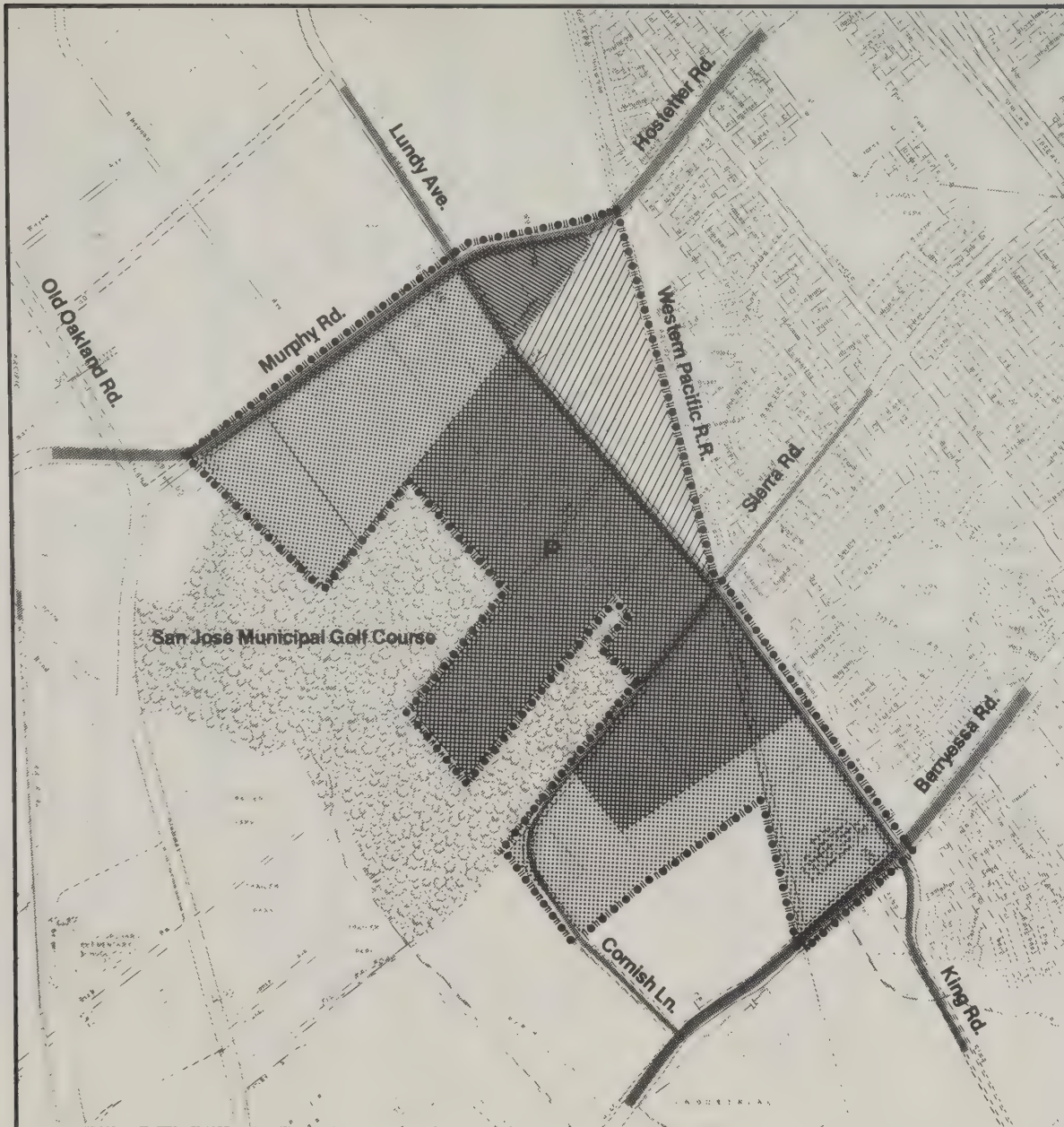
B. Non-Residential

General Plan Designation	Gross Acreage	Projected Employment (jobs)
Neighborhood/Community-Commercial	10.0	90

Gross Total 10.0 90

Total Gross "Swap" Area = 295.4 Acres










*Projected Dwelling Unit counts are higher than anticipated in 1980 because of less land required for public facilities.



BERRYESSA PLANNED RESIDENTIAL COMMUNITY

SPECIFIC LAND USE PLAN

ADOPTED 12-18-80

-  Medium Density Residential (8 du/ac)
-  Medium High Density Residential (8-12 du/ac)
-  High Density Residential (12-16 du/ac—14 avg.)
-  Neighborhood/Community Commercial
-  Arterial (115-130' Right-of-Way)
-  Arterial (80-106' Right-of-Way)
-  Major Collector (60-90' Right-of-Way)
-  Community Boundary
-  Floating Park



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the Neighborhood Circulation and Park Plan included in this document provide the next step toward the review of current and future proposals pursuant to the Berryessa Planned Residential Community provisions.

When reviewing such proposals, the need for coordination of development activities and cooperation among developers is emphasized. In order to implement the neighborhood concept outlined in the Berryessa Planned Residential Community text, Planning staff will evaluate each proposal in the context of the overall neighborhood. Without this perspective, development in Berryessa could result in a number of small neighborhoods with no relationship to each other, no logical circulation, sewer or drainage system, and no provision for the required park site. Even though a development proposal may make sense for a particular parcel when viewed independently, it could unnecessarily restrict or preclude development on adjacent parcels when viewed in the context of the neighborhood as a whole.

Finally, prospective developers are urged to present their proposals to the Berryessa community early in the development process for neighborhood reaction and citizen input.

B. Environmental Assessment

In the development of a Neighborhood Plan for the "Swap" area, environmental concerns can affect the timing and design of future projects. The concept of a Master EIR for this area was discussed

during the 1980 General Plan process and significant analysis of the major impacts (transportation and urban services) was included in the Focused Study Report on the "Swap" proposal. Consequently, as the first project within the Berryessa Planned Community was filed for rezoning, staff reviewed the overall environmental impacts of the specific project and the larger "Swap" area.

It was determined that potentially significant environmental issues are or can be mitigated through the Planned Development Zoning process and by existing City policy. The transportation analysis of the "Swap" proposal, in fact, found the residential uses in Berryessa would have beneficial effects compared to the previously planned industrial uses. Archaeology remains a concern but can be addressed only on a site specific basis to identify proper mitigation.

Given the results of the issues which have been studied, it is concluded that a Master EIR is not necessary. Environmental review can continue to occur on a case-by-case basis, testing the major concerns and conditions as projects are filed. For some environmental issues, such as noise impacts along roads or rail lines, the proposed design criteria in this Neighborhood Plan and the Planned Development Zoning process will provide adequate mitigation.

IV. NEIGHBORHOOD DESIGN CONSIDERATIONS

Overall Design Considerations

Many of the properties in this Berryessa Community have either direct frontage onto arterial streets or abut the Western Pacific Railroad tracks, or both. There are also some residential/industrial interface situations evident in this area. For all of these interface conditions, the City will exercise great care in providing noise and aesthetic buffering. Non-reflective sonic barriers are recommended where new development will occur adjacent to existing developments which are not so protected. The extensive use of berms and landscaping is also recommended along residential and non-residential interfaces for mitigation of potential environmental impacts. Where residential uses are proposed along arterial streets, only limited access will be allowed as outlined in the Transportation Policies of the General Plan. The San Jose Municipal Golf Course will serve as a major focal point in the future design of this Planned Community. Residential proposals shall be designed to provide frontage access along the golf course and to orient as many units as possible toward this open space resource.

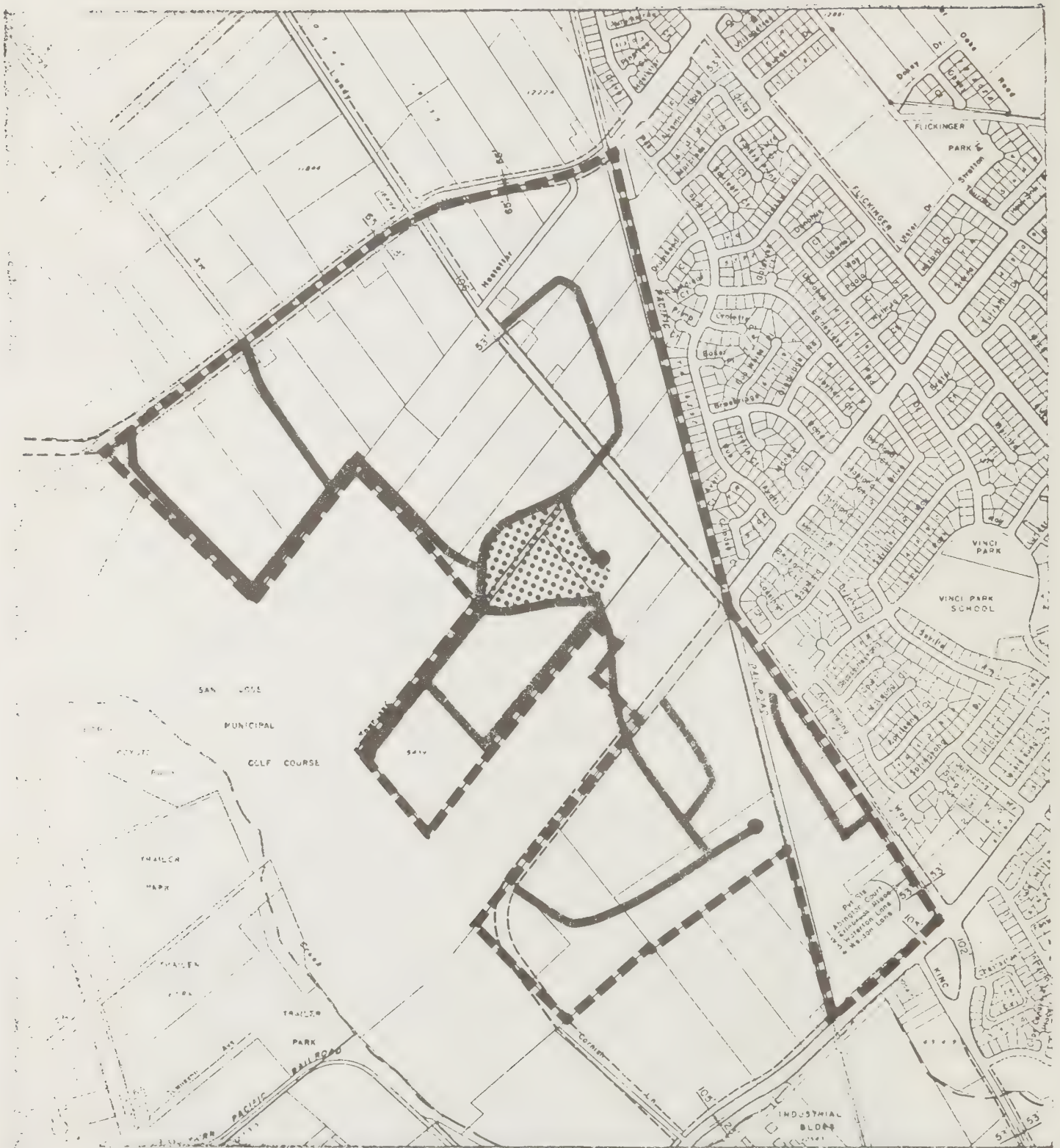
A. Neighborhood Circulation and Park Site

A key element in the development of the Berryessa Master Neighborhood Plan is the location of a future park site. The 10 acre size of this site plays a significant role in determining the circulation pattern and development potential for the parcels between Sierra and Hostetter Roads, westerly of Lundy. The recommended site and the resulting major neighborhood circulation are delineated on the following Neighborhood Circulation and Park Plan. The layout of this Plan was selected following consultation with neighboring residents, the affected school districts, the development community and other City departments and after consideration of a number of relevant cost and design factors. The most significant of these considerations were as follows:

- o Minimum land acquisition costs for the City.
- o Minimum City responsibility for construction of park frontage roads.
- o Maximum exposure to open spaces (park and golf course) for the neighborhood.
- o Potential for a variety of design solutions for the interface between development and open space.
- o A centrally located park site easily accessible to future "Swap Area" residents.
- o Minimum number of property owners to be affected by park site location.
- o The park site configuration to avoid inequitable burden on any one property owner.

The ten-acre site shown on the Neighborhood Circulation and Parks Plan was originally a 17.5-acre site for a combined neighborhood park/elementary school facility (see "Park/School Site Alternative 3" map in following section). This 17.5-acre site included a "window" to Lundy Avenue to physically and visually connect the smaller, less intense residential developments east of Lundy Avenue with the neighborhood to the west. Because of the decision of the Berryessa School District to not seek a school site in the "swap area", the facility has been reduced to ten acres to accomodate only a park use. While the "window" to Lundy Avenue is eliminated with this smaller site, the park remains easily accessible and centrally located.

The Neighborhood Circulation and Park Plan succeeds in meeting all of the cost and design considerations outlined above. Because development proposals are either on file or in preliminary stages for each of the three properties affected by the park site, the City has an early opportunity to negotiate favorable terms for land acquisition.



Berryessa Planned Residential Community

Neighborhood Circulation and Park Plan



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Additionally, the General Plan allows density transfers for dedications of neighborhood park lands to the City, so acquisition costs can be reduced if developers choose this dedication option.

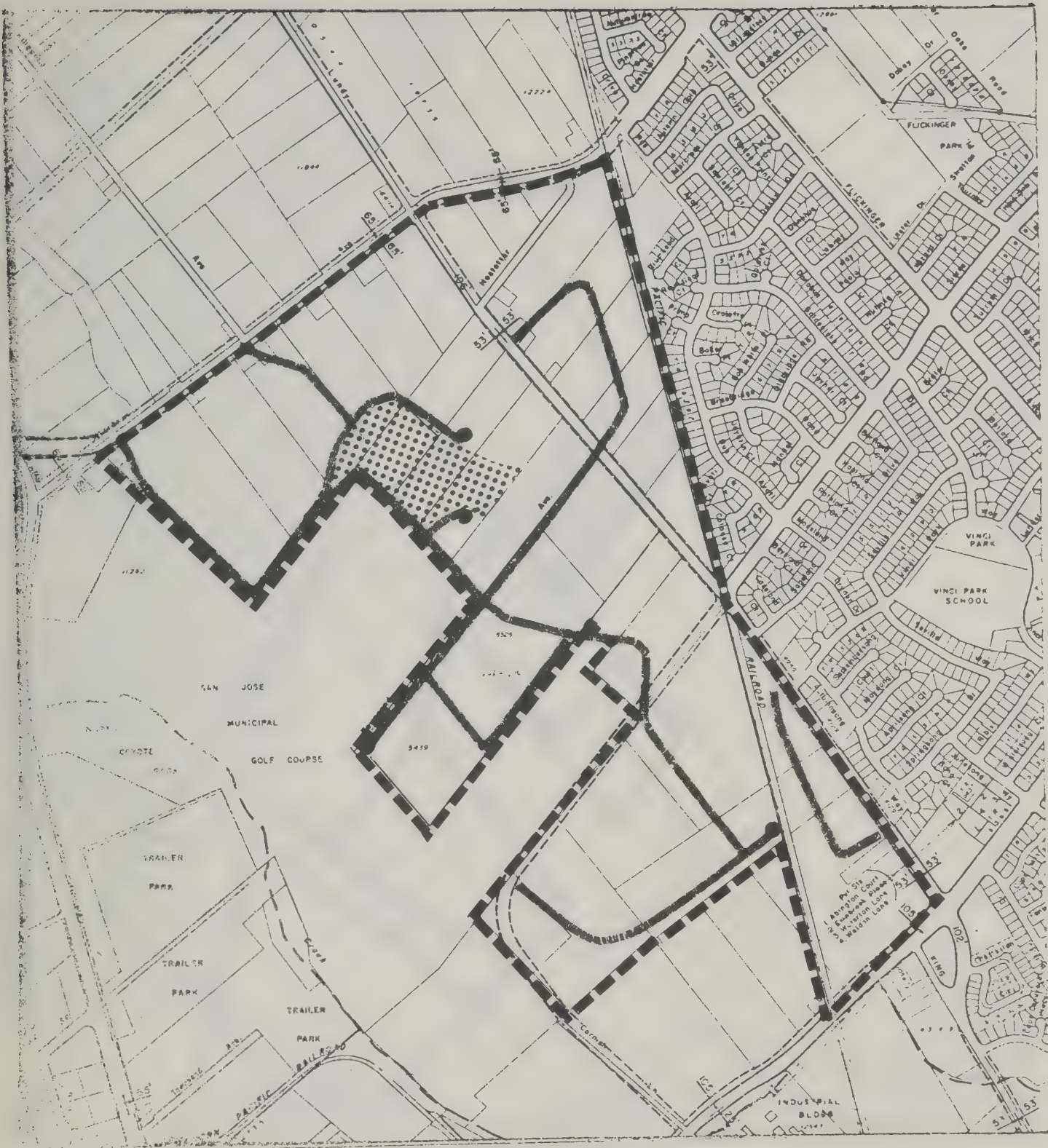
The Neighborhood Circulation and Park Plan also offers a neighborhood circulation pattern that discourages through traffic, but does not preclude it. "Swap Area" residents will have easy access to the planned neighborhood commercial center and the park site. At the same time, the City's responsibility for providing park frontage streets will be minimal. Based on the design criteria which follows in this section, developers of lands adjacent to the Municipal Golf Course and the park site where frontage roads are shown will be responsible for the full 44 feet of park frontage street improvements, as opposed to the usual 40 feet.

The three properties affected by the park site are not properties which already have a disproportionate responsibility for public improvements in the "Swap Area" neighborhood. All three are contributing approximately equal shares (3 to 6 acres) of land, and each is left with developable acreage. The central location of the park site will serve the entire neighborhood, while the curved-street configuration will provide additional visual interest and an opportunity for a variety of project/park relationships. Finally, the recommended Neighborhood Streets/Public Facilities Plan offers the greatest

possible visual access to open space for the community. The park site and golf course are separated in order to maximize the perimeter of each and provide the greatest exposure to public open space for future residents.

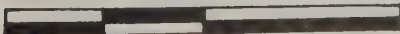
B. Park Site Alternatives Analysis

Three alternate plans were considered in siting the park. (The three alternatives each show a 17.5 acre site, as a combined park/school facility was contemplated. The Berryessa School District has since determined that an elementary school is not required). Alternative One would place the school/park site at the northeast corner of the golf course in order to protect a known archaeological site at that location. Alternative Two would place the park/school site adjacent to the golf course in order to consolidate City-owned properties and to protect the golf course from direct public access. However, the archaeological site can be protected by careful siting and planning of projects and the placement of underground utilities. And a system of frontage roads and open fencing can protect the golf course from physical access while still providing visual access to this open space resource. Alternative Three is the same location as the recommended park site.



Berryessa Planned Residential Community Neighborhood Circulation and Park Plan: Alternative 1 with Park/School Site

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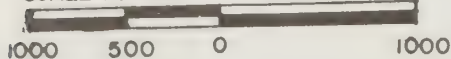
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Berryessa Planned Residential Community Neighborhood Circulation and Park Plan: Alternative 2 with Park/School Site



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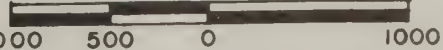




Berryessa Planned Residential Community **Neighborhood Circulation and Park Plan:** **Alternative 3 with Park/School Site**



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C. Design Criteria for the Planned Residential Community

Each individual project should contribute to a sense of community and enhance the overall neighborhood character. The Neighborhood Circulation and Park Plan is the framework for this objective. The Design Criteria which follow complement the Plan and outline the developer's responsibility for site planning and unit design. The major focus of the Design criteria is the integration of the future residential projects to promote a unified and functioning neighborhood. To successfully coordinate these residential projects and to insure high quality design and construction, the Planned Development Zoning process must be used throughout the area. In this way, the potential for high quality development is enhanced and the expectations of the Berryessa community can be realized.

The following criteria are not intended to be comprehensive but only to address those neighborhood and project design elements which go beyond the standards routinely in effect citywide and/or require emphasis for the "Swap Area".

1. Infrastructure

- o Public streets should not become barriers between projects but should encourage the integration of individual projects into the community whole.

- o Minor public and private streets should intersect major streets at median breaks.
- o Park frontage streets should be used extensively to provide public access to the park and visual access to the park and golf course.
- o When a 44' standard park frontage street is required, the developer will be responsible for all necessary improvements, including street trees, on both sides.
- o When the required park frontage street is wider than 44', the developer will be responsible for a 40' half-street and the City will be responsible for completing the balance of the improvements.
- o Public and private streets and sidewalks should be interconnected and attractively designed to encourage pedestrian use, including the handicapped.
- o Public transportation should be encouraged through the provision of bus stops, shelters and cut-outs.
- o Utilities shall be underground whenever possible.

- o Transformers, meters, utility boxes, etc., should be screened from view, using materials similar to those in adjacent structures.

2. Major Relationships

- o "Swap Area" projects, while of higher density than the adjacent single-family neighborhood, should maintain a scale compatible with the existing single-family homes.
- o Generally, higher density projects should be adjacent to the golf course and lower density projects should be adjacent to the existing single-family neighborhood.
- o Density transfers may be utilized to acquire park land.
- o Individual projects should not become walled enclaves but should remain visually open and oriented to the remainder of the community.
- o When a project is adjacent to the park or golf course, project landscaping and open space should provide visual continuity with the park/golf course.

- o For projects adjacent to the park or golf course, a maximum number of units should be oriented to the public open space.
- o If there is no frontage road between the project and the park/golf course, project fencing should be visually open.
- o Public and private walkways should facilitate access to the park and to other public facilities and to public transportation.
- o Setbacks between projects should become a physical separation which permits privacy, light and air for each.
- o Front setbacks on each street should be varied but similar.
- o Front setbacks should provide a visual foreground for buildings and should be landscaped and free of parking.
- o Landscaping should be similar and connective between compatible uses and should be used as a separation and screen between incompatible uses.
- o Sound walls should be avoided except where there is no alternative method to adequately reduce an unacceptable sound level.

- o Sound attenuation wall design may vary from project to project while maintaining an overall consistency.
- o Sound attenuation walls should be of non-reflective material and should be articulated with landscaping and berming to soften the effects of lengthy and/or high walls.

3. Individual Project Design

- o Architectural design should be of the highest possible quality and may vary from project to project while maintaining compatibility and continuity between projects.
- o A large variety of housing types should be encouraged.
- o Primary living areas should be oriented to the park or golf course.
- o Landscape design should complement architectural design.
- o The scale of landscape materials and intensity should be proportionate to building scale.
- o Landscaping should be used to modify heat, cold, wind, and rain for climate control and energy efficiency.

- o Landscaping should be used to emphasize positive features, e.g., entrances, and to screen negative features.
- o Wall and fence design should include elements of the building design.
- o Parking areas should be separated from residential units by landscaping.
- o Visitor parking should be conveniently distributed throughout a project.
- o Approximately 30% of parking spaces should be compact spaces.

V. OTHER URBAN SERVICES AND FACILITIES

Provision of Public Services and Facilities

Another concern regarding future development in this Berryessa Planned Community is the impact on surrounding urban services and facilities. Occupancy of future dwelling units in the Berryessa Planned Community should be carefully monitored pending the completion of currently planned street and park improvements in the surrounding District 4 area. Supportive urban services and facilities within the Berryessa Planned Community must also be planned or provided with future development in this area.

School and park facilities are among the most important urban service concerns in this area. The City will work closely with the school districts and developers to set aside future school and park sites in this Planned Community area as development occurs. Where possible, surplus City park lands will be

utilized or traded to provide for the proper amount and location of public park facilities. School sites will be provided as required and public park lands, where possible, will be combined with these school locations to provide more expanded and efficient open space and recreational areas. In addition to these public open space requirements, significant private open space areas will be required of new development proposals in this area, particularly in the higher density ranges.

Beyond these special considerations for transportation and open space facilities, developments in the Berryessa Planned Community will be subject to all other urban service related goals and policies stated elsewhere in the General Plan. To accomplish these goals and policies, a master plan for the provision of facilities and services to this Planned Community will be prepared.

As noted earlier in this discussion, the condition and timely placement of public services and facilities in, and around, the Berryessa Planned Community is a critical factor in the future development process.

During the General Plan discussions, needed urban service elements were identified both inside and outside the "Swap" area.

A. School and Park Needs

During the 1980 General Plan investigation of public facilities needs, at least one elementary school/neighborhood park complex was thought to be needed within the Berryessa Planned Community. Since that time, the Berryessa Union and Orchard Elementary School Districts have both determined that they will not need school facilities in this area.

This Plan, therefore, includes one ten-acre neighborhood park site in

the "Swap" area. The City and affected property owners will be working together to achieve dedication or reservation for acquisition of the desired park land acreage. Density transfers could be one possible method for effecting the dedication of these lands in lieu of City purchase.

Three Parks and Recreation projects were identified for completion outside of the Berryessa "Swap" area: Vinci Park, which is now constructed, Flickinger Park, and Cataldi Park. Cataldi Park is now acquired and is programmed for improvements during the 81-82 and 82-83 budget years. Improvements to the Flickinger Park are also scheduled to occur during the 82-83 time frame in the 1981-86 Capital Improvement Program.

B. Transportation Network Improvements

By and large, the major streets planned within the Planned Residential Community--along with minor neighborhood streets--will be constructed by developers in conjunction with development projects. The sole exception is the partial upgrading of Murphy/Hostetter Roads between Old Oakland Road and Interstate 680. This project is scheduled in the adopted 1981-86 C.I.P. for construction in 1985-86 and will consist of widening the street to four of the six lanes ultimately planned for this facility.

The adopted 1981-86 C.I.P. and the proposed 1982-87 C.I.P. also include the following transportation projects outside of the Swap area which will serve Swap area traffic as well as generally improving traffic circulation in the Berryessa area:

	<u>81-86 CIP</u>	<u>82-87 CIP</u>
o King/Mabury Intersection	81-82	*
o Mabury Road Bridge at Coyote River	81-82	*
o Mabury Road at Old Oakland Road and Commercial Street extension to Berryessa Rd.	82-83	82-83
o Trimble-Cropley Connection	81-82	82-83
o Mabury Road at Western Pacific Railroad	83-84	82-83
o Brokaw Road - Route 17 to Old Oak- land Road	81-82	*
o Hostetter West of Piedmont	85-86	86-87
o Mabury Road and Capitol Avenue	85-86	86-87

* Under construction or bid award expected
during 1981-82

C. Other Services and Facilities

Two sanitary sewer projects are included in the current C.I.P. to provide for full General Plan development potential in Berryessa:

- o Cropley Avenue supplement - Morrill to Capitol (81-82)
- o Morrill Avenue supplement - Knights Bridge to Cropley (82-83)

These two projects have been replaced by the Hostetter Supplement which is scheduled for bid award in 1981-82, prior to anticipated occupancy of development inside the Planned Community. Sanitary and storm sewer facilities will be needed inside and westerly of the Berryessa Planned Community as residential construction proceeds within this area. Such needed hydraulic facilities will be funded by the private development sector to keep pace with new housing construction in the "Swap" area. Fire and Police service needs were also analyzed as a part of the "Swap" proposal in 1980. A significant factor concerning these required City services was that the Berryessa Planned Community was essentially an infill community surrounded by existing urban development and service facilities.

Referral comments from the Fire Department indicate that existing facilities and levels of staffing in the stations surrounding the "Swap" area can provide adequate support services to the Berryessa Planned Residential Community.

Police comments conclude in general that residential development will create a greater demand for police services. Development within existing beats will probably require additional police manpower. If increased funding for police resources is not provided concomitant with new residential development, existing levels of City-wide police services could be expected to decline.

The provision and projected timing of physical urban services to support the "Swap" area development and surrounding community are consistent with the findings which were made during the 1980 General Plan hearings. As development activity is proposed within the "Swap" area, staff will monitor the progress of capital projects both outside and inside this area to insure proper phasing and delivery of such urban services.

VI. CONCLUSION

This Neighborhood Plan has been prepared to assist developers, concerned citizens and staff in meeting the objectives for the Berryessa Planned Residential Community as new development proceeds in this area. Implementation efforts in conformance with this plan will insure the provision of adequate access, circulation and urban services for the community. While requirements for development cannot be equal for all parcels, the plan will also insure that no one parcel is overburdened, relative to the others, for the cost of these services. The Neighborhood Plan will serve as a blueprint for development, providing the developers with realistic expectations, the Planning staff with a basis for specific recommendations, and the Planning Commission and City Council with a tool for equitable decision-making.

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